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Resilient nations.*

Pacific Parliamentary Effectiveness Initiative (PPEI) Project

Progress Activity Report

Quarterly report
(July – September 2017)

Prepared for the New Zealand Ministry of Foreign
Affairs

Funded by:



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Introduction

This Quarter 2 report records PPEI's activities for the period July – September 2017, based on the project donor's financial year.

The project has progressed well during this quarter: in three of the four focus countries, specifically Tonga, PNG and Solomon Islands, activities have been implemented and in Cook Islands technical advice has been provided. The project remains on track both in terms of activity implementation and financial delivery.

This overview provides a brief country by country outline of the work undertaken during the reporting quarter. A detailed chronology of the activities implemented can be found in the *Activity Log List on page 4*.

The financial expenditure for this quarter can be seen in *Annex 1 – Financial Expenditures*

Detailed reports on activities listed or related documents are available from the project team upon request.

Quarter 2 Activity Log List (July – September)

11 – 12 July	Training for Committee Staff (PNG) 2.1A	PNG	Completed
11 – 12 July	Training for Committee Staff (South-South in PNG) 2.1A	Solomon Islands	Completed
29 June – 10 July	Tonga Research Staff to be seconded to Fiji Parliament to assist Budget Analysis 2.1A	Tonga	Completed
17 – 24 July	Procedural Advice to Tonga on Clause 39: Oversight functions of Parliament on Treaties 2.1A	Tonga	Completed
24-28 July	SDG, Climate Change Financing workshop & Anti-Corruption 2.1B	Tonga	Completed
22-24 August	TA to LA Legislation Committee on Auditor General's Report Corruption 2.1B	Tonga	Completed
25-28 August	TA during Parliament Dissolution 2.1B	Tonga	Completed
17 – 18 Augusts	Retreat for Senior Management: Strategic Planning 2.1A	Tonga	Completed
28-30 August	Training for Secretariat on Proposal Writing 2.1A	Tonga	Completed.
1 September	Pacific Parliamentary Practitioners Meeting	Melbourne	Completed.
4-5 September	Pacific Women Clerks and Deputy Clerks Meeting (Tonga & Cook Islands) 2.1A	Suva (Regional Event)	Completed.
September 23	Support the Inquiry conducted by Police, National Security & Correctional Services Committee - issue of <i>border security and threat in SOI</i> ; Support the Inquiry conducted by Environment & Conservation Committee on <i>Effects of Sea Level Rise on Temotu province</i> ; Support the Inquiry conducted by Health & Medical Committee on <i>the quality of medical services provided in the country</i> 2.1B	Solomon Islands	Completed 23/9 -02 Oct
September	Technical assistance and advice to the Cook Islands Speaker on the new draft Financial Management Bill and implications on Parliament	Cook Islands	Ongoing

Summary Overview

The project has continued to deliver high quality support, assistance and development to four Parliaments in the Pacific during this reporting period. Some of the highlights include:

- During the period, PPEI continued to provide support to all 4 of the PPEI countries.
- Two south-south exchanges took place during this quarter – between Solomon Islands and Papua New Guinea, and between Tonga and Fiji. Both exchanges involved secretariat staff.
- The delivery of two of the project’s outcomes can be underlined: 2.1A: “Capacity Development for both MPs and staff” (delivery of 27% of the annual funds allocated to the outcome during the quarter) as well as 2.1B: “Seminars addressing cross-cutting development issues”
- Increasing support for Parliaments’ role in effective financial oversight - 14% of the total funds spent during this quarter were specifically utilised for public accounts related activities.¹

Notably, there has been significant increase in both activities with the PNG Parliament and in engagement with the Parliament in arranging and planning future activities under the PPEI project. During this quarter, the UNDP team continued negotiations with MFAT with regards to additional project funding for the current PPEI countries and the additional inclusion of Vanuatu within the project.

¹ Refer to Annex 1 for detailed financial expenditures

Highlights of Activities

PAPUA NEW GUINEA

11 – 12 Jul 2017: In preparation for PNG's new parliament, the Clerk of the PNG National Parliament requested UNDP to undertake a training for the Committee Staff. In the framework of the PPEI Project, UNDP therefore organized a training workshop for selected staff from 11 – 12 July 2017. Attendance of senior and committee staff was at the training was high.

The objectives of the workshop were to introduce parliamentary staff to parliamentary committees – focusing on functions, powers, procedures, needs and related issues that govern the effectiveness of the parliamentary committees; and to provide the opportunity for parliamentary staff to learn about committee systems, committee types, committee functions and powers from selected Westminster style of Parliament. To facilitate south-south learning, Committee Clerks and senior staff from the Parliaments of Fiji, Queensland, New Zealand and Trinidad and Tobago were invited to share the experiences of committee systems in their respective parliaments. A team of Committee Clerks from the National Parliament of Solomon Islands also participated in the training with the Secretariat Staff of the PNG National Parliament.

TONGA

June 29th – July 10th: A senior staff of the Tonga Legislative Assembly Research Unit was seconded to the Fiji Parliament to provide assistance to the Fiji Parliament Library and Research Services team in the budget analysis of the national budget. Her attachment was as part of team with five other researchers from the Parliaments of Victoria, Australia, New Zealand, Scotland and Wales. The results from the budget analysis were presented to MPs in two parts - a half-day session was carried out where an overview of the budget was presented, followed by a full day on sectorial briefs. The briefs comprised of Responding to Climate Change; Gender Analysis; Poverty alleviation; Taxation and Government Revenue; Health; Infrastructure, Transport and Communications; Fisheries and Forests; Agriculture and Sugar and Education.



LL-R : Hannah Johnson (Wales); Shrukeertee Devi (Fiji) Lopua Pahulu(Tonga), Shobna Rani (Fiji), Trisiana Logavatu (Fiji); Heather Lyall (Scotland); Grant Cleland (NZ) and Josua Namoce (Fiji). Missing are Cat Baker and Caley Oter (Australia).

The purpose of these briefing papers was to provide information to Members of Parliament to enable them to better engage in informed budget debate during the sitting next week.

July 2017: In line with the aim of the project of improving procedural work in the Parliaments and in providing assistance and high-level advice to senior staff, the project facilitated the provision of technical advice to the Tonga Parliament on processes in relation to Clause 39 of the Tonga Constitution on treaty making with foreign nations. The Clerk's request was based on a query made by the Privy Council as to why Government moved towards signing/ratifying CEDAW without first seeking the King's consent.

Furthermore, in July the project facilitated the provision of technical advice, at the request of the Clerk, to assist the work of the Privileges Committee and Parliament in preparation for the impeachment motion to be tabled when the House reconvened on 31 July. The issue raised was whether a vote of no confidence and an impeachment process against the PM would amount to "double jeopardy" under clause 12 of the Tongan Constitution – or whether it could be disqualified under Rule 39.

25-27 July 2017: In support of Key Result Area 2.1B of the PPEI Project, UNDP in partnership with Legislative Assembly of Tonga hosted a 3-day briefing for Members on the role of parliament in promoting Climate Change & Climate Change Financing; Effective oversight for increasing transparency and accountability and preventing corruption; and The Sustainable Development Goals and the Role of Parliament. The objectives of the Seminar were to increase Members' understanding of the role of parliament in promoting development objectives such as the commitments to address Climate Change, the sustainable development goals and anti-corruption implementation and oversight and the link between the SDGs and national planning processes. The seminar also provided a global, regional and national perspective and emerging trends on each of these development issues and provided a forum for discussion.



Session on anti-corruption - Listening in on oversight, transparency and accountability

18 – 19th August: The Legislative Assembly held a Head of Division’s retreat in Nuku’alofa. Chaired by the Clerk to Parliament. The purpose of the Heads of Department meeting was to familiarize HOD’s with the organization’s Corporate Plan 2017/18. In exploring the Corporate Plan, the retreat ensured that HOD’s were aware of their division’s outputs and outcomes and the key performance indicators (KPIs), which would determine if the divisions were producing the results expected of their divisions.

August / September 2017: Upon receiving requests from the Clerk of the Tonga Legislative Assembly, the project also facilitated the provision of advice and assistance to the Clerk on two further issues:

- Legal advice to the legislation committee on the Auditor General Reports
- Procedural advice on the immediate implications for Parliaments and MPs following the decision for the King to dissolve Parliament.



Clerk to Parliament giving a brief overview of the objectives of the retreat/meeting to the Heads of Department.

29-31 August 2017: A workshop for the capacity development for secretariat staff in the area of project proposal preparation was organised to ensure that Tonga Parliament staff are capacitated to write effective funding proposals as they must often assist MPs in this regard with constituency development proposals. The workshop saw a number of civil society and faith based organisations representatives in attendance. A session on donor requirements was facilitated and a panel made up of donors was organised to give critique on the proposal exercise by participants. Overall the workshop received positive feedback from both participant and donors present.

Observation from the evaluation noted that the key to the success of workshops of this type is to avoid the use of technical jargon and using local or Pacific narratives to drive home messages. The workshop structure where there was a mix of formal presentations



Parliament and District Council Staff members with Donors from Japan, New Zealand and Australia (seated at front) at the Proposal Writing Workshop held at the Waterfront

and group/individual work provided participants with the opportunity to develop their own project proposals – building the project through the project design cycle process. More information can be found in the workshop report.

Solomon Islands

23 September – 3 October: The PPEI project, under 2.1B: Cross cutting development issues mainstreamed in Pacific Parliament, funded 3 Committees to carry out an inquiry in the Temotu Province in Solomon Islands. The committees were the Police, National Security & Correctional Services Committee to address the issue of border security and threat in SOI; the Environment & Conservation Committee to address the issue of the Effects of Sea Level Rise on Temotu province and the Health & Medical Committee on the quality of medical services provided in the country. A key aim of the PPEI project is to improve the effectiveness of committees in order for them to play a more effective legislative and oversight role. However, one of the challenges faced by Committees in being open, participatory and transparent in their work is reaching out to committees impacted by policies or draft legislation under review. This activity with the Solomon Islands Parliament was an important step forward in providing capacity and support to the committee to undertake public consultations in a remote province on key issues that impact in the communities



Member of the public asking a question to the Environment and Conservation Committee members

Cook Islands

During this reporting quarter, there were no specific in-country activities implemented in the Cook Islands.

However, the PPEI project did provide technical advice and assistance to the Speaker of Parliament with regards to:

- Ongoing review of the Standing Orders of Parliament
- A draft Bill relating to public finance and the budget process that will have significant impact in the way that the budget is debate and considered in Parliament. There are also implications with regards to the administrative and financial autonomy of Parliament.

Regional Activities

19- 20 September 2017: The two day regional workshop ‘Does the Pacific Need Political Parties?’ was organised by the UNDP Pacific Office in Fiji to discuss the general situation of political parties in the Pacific, what activities to strengthen political parties have succeeded and whether the development of stronger and more effective political parties could indeed strengthen democratic

systems in the Pacific which would have a significant impact on the work of Parliaments in PPEI countries. There was representation from the four PPEI countries at the workshop.

The Pacific region is still in the early stages of the development of its varied political systems. For some countries, the system requires political parties to ensure stability in governance. However, without adequate regulation of political parties, the systems can become corrupt and unstable, as their individual MPs have may have limited loyalty to a party or are elected as independent candidates.

The workshop concluded that, in order to have a functioning multi-party political system there is a need for two key components: legal and regulatory framework and political party capacity. Participants underlined that there are examples of some success in the Pacific region already. These examples need to be shared with those countries with less developed systems or ones that are considering the adoption of a multi-party system. With support from the international community, the countries that want to have multi-party political systems should have the support to build such systems within the context of their country. A full workshop report is available for UNDP.

1 September 2017: In order to ensure that the work of UNDP through the PPEI project is well coordinated and to try and leverage opportunities to collaborate and cooperate with the New Zealand Parliament, the Australian Parliaments and the Australian State Parliaments, PPEI staff attended the Pacific Parliament Development Practitioners Meeting in Melbourne. This meeting is the third of its kind and first started through a UNDP initiative in 2013. It brings together parliament practitioners working in the Pacific on



Luisa Senibulu, Programme Analyst presenting on the parliamentary activities carried out over the past year in the region

parliamentary development, specifically the parliaments in Australia with twinning parliament arrangements in the Pacific, to discuss their work and coordinate interventions and activities for the upcoming year. Solomon Islands and Cook Islands are twinned with the Queensland and NSW Parliaments. In addition, DFAT attended the meeting to outline their work in the Pacific in the Governance field and to provide details of the process for the upcoming White Paper. The sharing of information and experiences contributes towards better management of resources available for activities in the country. Twinning parliaments also provide technical expertise when and where required during PPEI activities in-country.

4-5 September 2017: Another groundbreaking event for Pacific parliaments made possible due to the PPEI project was the first ever Pacific Women Clerks and Deputy Clerks Meeting. The two-day Dialogue for eight (8) Pacific Women Clerks and Deputies was held in September in Suva, to discuss key issues related to their roles as Clerks and Deputies. Amongst others, some topics included: having an effective Parliament Secretariat, staffing structures to effectively serve Parliament and an effective Secretariat in a political environment. Participating countries included Fiji, Samoa, FSM, Kiribati, Nauru, Tonga and Cook Islands. Under Output 2.1A, this dialogue provided a forum for institutional support amongst peers and was also a South-South exchange of information and sharing of experiences. To hold frank discussions on topical issues pertaining to the running of their parliaments and on the good practices not only paved the way for further enhancement in carrying out their roles more effectively, this was a new beginning for networking amongst each other based on trust and confidence in each other. There are also specific gender issues and dynamics linked to senior women staff in Parliament operating in a heavily male dominated political institution. This event allowed for full and frank discussions on some of these issues.

Project Management and Implementation

In the previous report (April-June) it was noted that work in PNG remained a challenge. However, during this quarter engagement with PNG has improved and an important activity was implemented and another important activity was planned during this quarter that will be implemented early in the next quarter. Although much still depends on developments in this post-election environment in terms of the readiness of the new Parliament leadership to engage on activities to support to MPs and staff to improve the functioning of the Parliament, initial signs are promising.

An unexpected turn of political events in Tonga in late September was the decision to dissolve Tonga's Legislative Assembly with an election scheduled to be held 16 November. The PPEI project needed to be nimble and flexible to respond to requests for procedural advice and the facilitation of legal advice during a difficult period for the senior parliament leadership. Activities that were planned were postponed and new activities and support quickly provided. Through turning a challenge into an opportunity, the project as now also discussed and agreed with the Clerk opportunities to implement some important activities with staff and on procedures in the pre-election period, and in planning induction training and support for MPs in the post-election period.

The work in the Cook Islands and Solomon Islands has proceeded well during this quarter with excellent engagement by the Speaker in Cook Islands and the Clerk and Deputy Clerk in Solomon Islands. However, work with both of these countries remains intrinsically linked to the political situation and implementation challenges remain due to the fact that neither Parliament has a sitting calendar making activity planning difficult.

Annex 1: Financial Summary of Expenditure for the PPEI project for the period 01 January – 30 September 2017²

INTENDED OUTPUTS	RESULTS	EXPENDITURE (USD\$)
Output 2.1. Parliaments, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation and representation, including for peaceful transitions	Result 2.1.A: Members of parliament are supported more effectively by the parliamentary secretariat through the provision of induction training for first time members, research and briefing materials	\$165, 250
	Result 2.1.B: Cross-cutting development issues mainstreamed in Pacific parliaments	\$279, 099
	Result 2.1.C: Development of a participatory and transparent National planning and budget process	\$111, 904
Output 2.6. Measures in place to increase women’s participation in decision-making	Result 2.6.A: Capacity of potential women candidates increased through provision of training and capacity building activities	\$79, 407
	Result 2.6.B: Increased number of women candidates selected by political parties in selected Pacific countries.	\$59, 169
Quality Assurance	Monitoring and Evaluation Communication Knowledge Management	\$48, 007
GMS		\$35, 728
TOTAL (USD)		\$778, 564

Breakdown by Country

INTENDED OUTPUTS	RESULTS	EXPENDITURE (USD\$)			
		Cook Islands	Tonga	PNG	Solomon Islands
Output 2.1.	Result 2.1. A	\$25, 830	\$86, 469	\$17, 963	\$47, 124
	Result 2.1. B	\$116, 622	\$83, 249	\$61, 233	\$31, 238
	Result 2.1. C	\$22, 277	\$64, 082	0	\$25, 253
Output 2.6.	Result 2.6. A	0	0	\$60, 371	\$0
	Result 2.6. B	0	0	\$16, 332	36, 785
Quality Assurance		\$12, 002	\$12, 002	\$12, 002	\$12, 002
GMS		\$8, 932	\$8, 932	\$8, 932	\$8, 932

² Note – These are draft figures taken for UNDP’s internal ATLAS system in order to provide an overview of project expenditure. Full expenditure details will be provided in line with any contract agreements.

TOTAL (USD)	\$185, 663	\$254, 734	\$176,833	161, 334
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